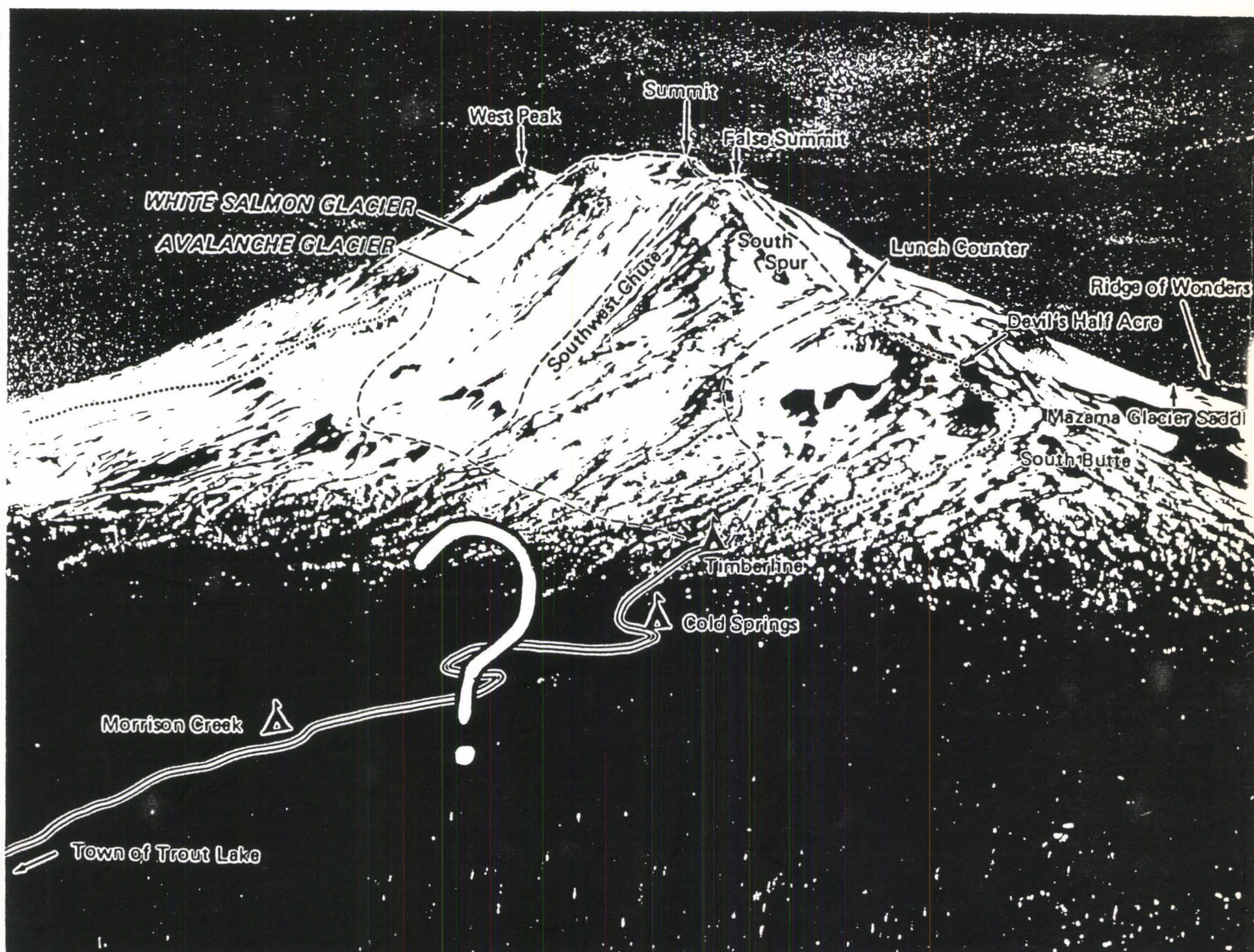


A PROCESS  
FOR  
DETERMINING IMPACTS  
OF  
ROAD CLOSURE ACTIONS  
ON  
RECREATION MANAGEMENT OBJECTIVES



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RECREATION MANAGEMENT OBJECTIVES

BY  
JAMES R. BULL  
DISTRICT RANGER  
MT. ADAMS RANGER DISTRICT  
GIFFORD PINCHOT NATIONAL FOREST

JULY 1983

### ABSTRACT

This paper provides a framework for thinking about recreation management actions, proposes a management model to aid in identification of impacts of management actions and identifies parameters involved in recreation management decisions. The application of these items to an existing situation is provided in the context of a proposed road closure on the southern access corridor to the Mt. Adams Wilderness.

KEY WORDS: Recreation Management, Decision Making, Psychological Aspects of Recreation, Road Closure, Road Management, Conflict Management.

### DEDICATION

To the employees of the Mt. Adams Ranger District for tolerating my frequent absences during the past 5 months, their dedication to district objectives and their constructive critique.

To my wife, Polly, who continues to put up with my occasional, though more and more infrequent, workaholic attacks.



A PROCESS  
FOR  
DETERMINING IMPACTS  
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ON  
RECREATION MANAGEMENT OBJECTIVES

INTRODUCTION

As recreation use patterns are established and use levels increase, the recreation manager is often faced with what appears to be a no-win situation. If a determination is made to retain primitive characteristics of an area, such as solitude or naturalness, some users are often upset by what they perceive as unfair administrative controls limiting their right to enjoy the area. If, on the other hand, facilities are added or improved and the area is opened to more people through improved accessibility, original users become dissatisfied and seek their opportunities elsewhere.

In such situations recreation use surveys are often used to assist the recreation manager in reaching decisions (Schreyer, 1980). Schreyer points out problems associated with such surveys and with their application by managers, and identifies two key responsibilities for recreation managers:

1. To seek understanding of recreation behavior in order to identify what information will be useful in making decisions; and
2. To analyze how information obtained fits into the scope of the decision to be made.

Brown (1981) identifies the need for development and refinement of planning and management techniques in order to learn more about the relationships between recreation activities, settings, experiences and benefits.

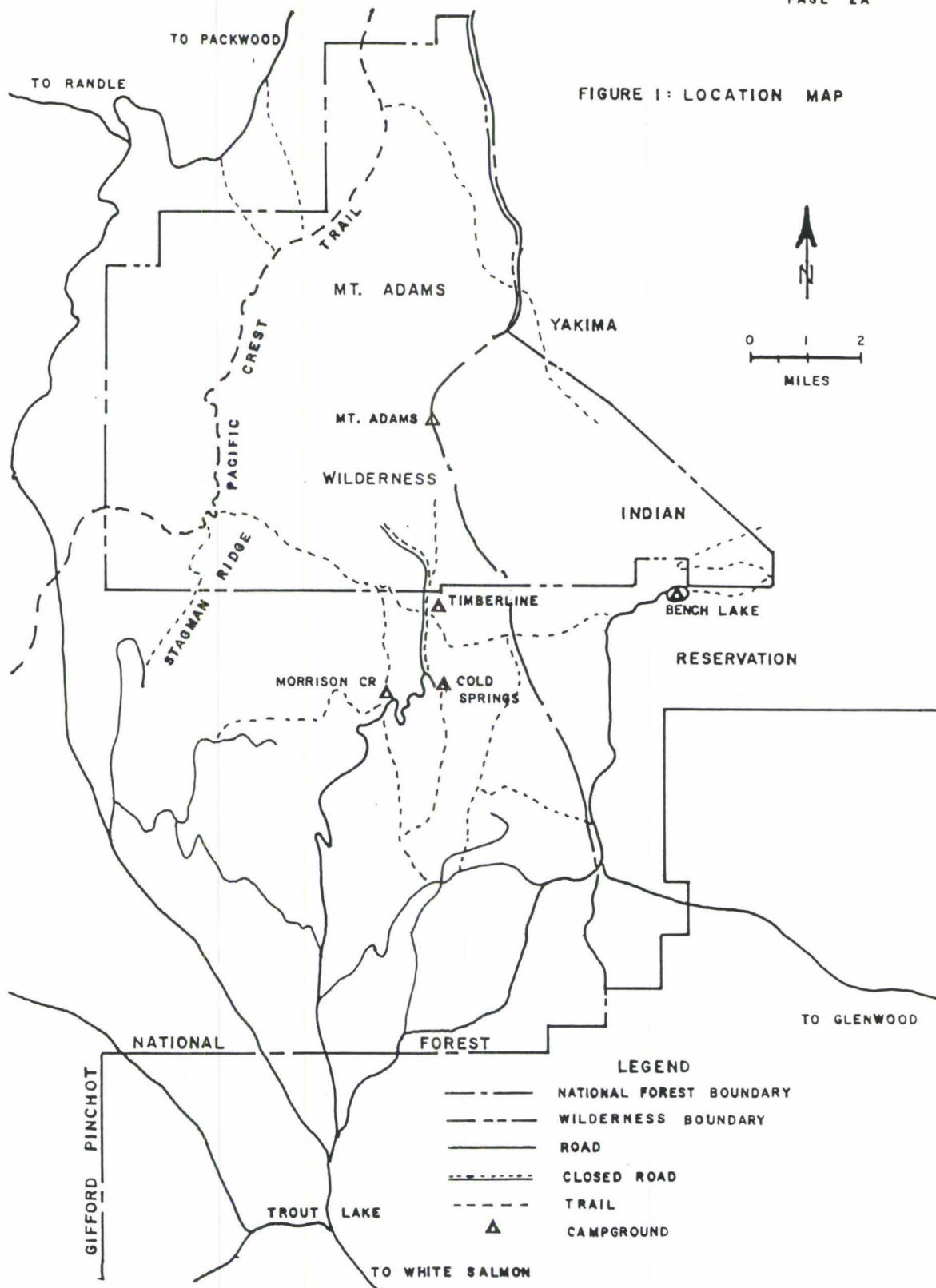
This paper provides a framework to focus the thought process concerning recreation management actions, proposes a management model to determine how impacts of management actions might be determined, and identifies parameters involved in a decision. The application of these items to an every-day management situation is provided in the context of a potential road closure on the southern access corridor to the Mt. Adams Wilderness Area.

#### BACKGROUND

Mt. Adams is located in south-central Washington along the crest of the Cascade Mountains. It is the southernmost major peak in the state of Washington and is located thirty-five miles north of the Columbia River. The massiveness of its summit, which results from several superimposed volcanic cones rather than a single one, is surrounded by relatively gentle slopes on its flanking ridges and foothills (USFS 1981).

The first known records of Mt. Adams occur in the journals of Lewis and Clark in 1805. It was officially named by Governor Isaac Stevens in 1853 and the first known ascent took place in 1854. Grazing of sheep reached its maximum use in the 1890's and was common on the middle slopes of the mountain into the early 1900's. In 1918 a fire lookout was constructed at the summit, but it proved ineffective and was abandoned in 1924. In 1929 sulfur claims were filed on the 210-acre summit by a local businessman. Work began on the claims in 1932 and continued sporadically through 1959 when the sulfur mine was abandoned for economic reasons. It was during

FIGURE 1: LOCATION MAP

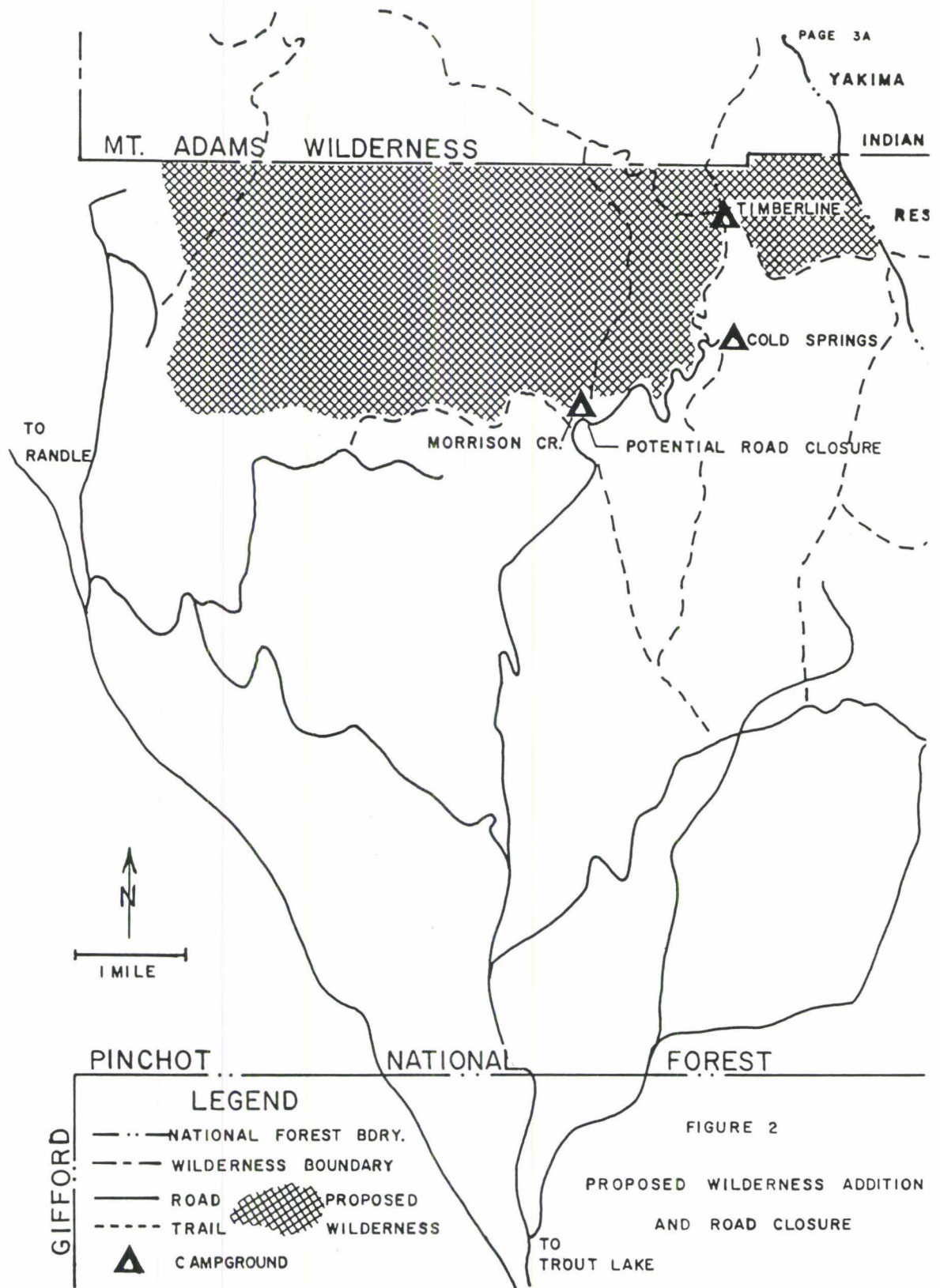


this period of time that an access road was improved to the base of Avalanche Glacier, approximately 1200 feet in elevation above timberline on the relatively gentle south side of the mountain. This road is the most used southern access route to the mountain. Additional access routes are provided by Bench Lake road through the Yakima Indian Reservation on the southeast and Stagman Ridge road on the southwest (Figure 1).

In 1964, 42,411 acres surrounding Mt. Adams became a part of the Wilderness Preservation System as a result of the passage of the Wilderness Act. About the same time recreation use on the south climb route increased significantly with the Yakima Chamber of Commerce sponsoring a mass climb of the mountain on July 4th of each year. This climb would involve up to 500 people attempting to reach the summit of the mountain on a single day. Environmental, social and administrative impacts resulting from the sheer number of people involved soon became intolerable and the climb was brought to an end as a part of the bicentennial celebration in 1976. About this time the old road was closed at Cold Springs Campground, approximately one mile below timberline.

In 1978, as a part of the Roadless Area Review and Evaluation (RARE II), the area lying north of the access road between Morrison Creek Campground and Cold Springs Campground was recommended for addition to the Mt. Adams Wilderness (Figure 2). As a part of that decision it was determined that it would be feasible to administer the area as wilderness with the existing road left open. It was also determined that it would be feasible to close







and rehabilitate the road between Morrison Creek and Cold Springs if a review of management objectives and use conditions indicated that such a road closure was desirable.

#### Where Are We Now?

Wilderness management direction for the area is contained in the Mt. Adams Wilderness Interim Management Plan (USFS 1981). Direction focuses on identification of resource problems such as soil erosion, biological productivity, and water quality; social problems such as user group size; and administrative problems such as sub-standard facilities and lack of data on which to base administrative decisions. A proposed schedule of administrative actions is also included subject to availability of funds.

The Interim Management Plan does not identify specific recreation objectives in terms of users' needs or even in terms of recreation activities. Instead, it contains broad statements established in the Wilderness Act, USDA regulations and the Forest Service Manual applicable to the Mt. Adams area. The two road management options involved with the southern access route to Mt. Adams are not addressed in the Interim Plan. Other resource and activity objectives for wildlife, fire, grazing, access, etc., are similarly non-existent (see appendix for further details)

Management direction for the area outside the existing wilderness and along the access route is contained in the White/Panther Unit Management Plan (USFS 1979). The area recommended for addition to the wilderness is to be managed to preserve its wilderness attributes and values. The remaining

area is allocated to General Forest and is to be intensively managed for timber benefits consistent with other resource values. Again, no specific recreation management objectives are provided and the road management options are not discussed.

As the Gifford Pinchot National Forest prepares its Forest Plan, one item to be considered as a transportation issue is whether to close the access route to the south side of Mt. Adams at Morrison Creek Campground. If closed, appropriate rehabilitation of the old road and construction of a new trailhead facility at Morrison Creek Campground would be required. If left open, the access road between Morrison Creek Campground and Cold Springs Campground would require minor reconstruction. Construction of additional parking facilities at the south climb trailhead near Cold Springs Campground would also be required.

#### Where Have We Been?

To arrive at an answer to this question, articles were reviewed that relate concepts of social benefits of recreation, psychological aspects of recreation management, and road closure actions. The subject of conflict management in the context of these three concepts was also reviewed in an effort to identify some key ideas as to how to approach a decision.

The role of a recreation manager is to facilitate people in meeting their needs (Schreyer, 1982). To fulfill this role, recreation management objectives need to be established in terms of users' needs rather than in terms of user activities, as has been the tendency in the past (Satterthwaite,

1977)). Various concepts have been developed that provide guidance to the recreation manager. From the items discussed by Stankey (1977), the concepts of (1) recreational preference, (2) substitutability, (3) dependent satisfaction, and (4) recreation opportunity spectrum (ROS) seem to be important in seeking an answer to the question of closing the road between Morrison Creek and Cold Springs Campgrounds.

#### Recreational Preference

The decision to participate in a specific recreation activity to meet certain psychological needs is a function of individual choice (Driver, 1976; Krumpke and Brown, 1982). Individual choice involves ease of participation (Christy, 1977). One measure of ease of participation could be the amount of access provided by powered vehicle versus the access required by hiking.

#### Substitutability

People possess the capability of substituting different activities, locations, or conditions to still meet their needs or desires. This is usually discussed in the context of people reacting to changes that affect the recreation experience. Changes might include such items as more users, regulatory conditions, or additional facilities. Reaction to change and the factor of differing perspectives based on previous experience are discussed in various articles by Schreyer (1977), Anderson (1980) and Shelby (1981). Substitutability boils down to tolerating less than the desired experience in one place, or going someplace that will provide the desired experience (or is at least perceived to provide such an



opportunity). Concerning the road options, either management action is likely to result in substitution by existing users.

#### Dependent Satisfactions

Certain satisfactions are linked with specific kinds of environmental settings which may be limited in availability (white water river, for example). If the setting is modified, then the opportunity for providing a certain satisfaction is gone, at least within reasonable costs (Stankey, 1977). As a result of the eruption of Mount St. Helens in 1980, the Mt. Adams south climb route is the only mountain climbing opportunity in southern Washington or northern Oregon that is readily accessible and requires no technical climbing skills (it has often been described as a long 14-hour walk).

An individual's satisfaction is dependent on an experience rather than on conditions (Schreyer, 1977). That is, satisfaction (or dissatisfaction) results when individuals, seeking to meet a need, place themselves into a set of conditions and then evaluate ensuing interactions from the perspective of their value systems. Satisfaction, then, is dependent on perceived needs, available conditions, and an individual judgment of how well the latter met the former.

#### Recreation Opportunity Spectrum

The concept of the Recreation Opportunity Spectrum has provided a framework within which recreation activities can be discussed on a uniform basis

(Driver and Brown, 1978; USFS, undated). The Recreation Opportunity Spectrum User Guide establishes three settings - biophysical, social and managerial. Managerial actions may affect either social or biophysical settings and hence change the opportunities available to meet individual needs and the types of experiences people will have (Brown, 1981). Closing the road between Morrison Creek and Cold Springs Campgrounds could result in such a change.

#### Other Journeys

Although the above concepts have been discussed in academic literature, there has been little work done in relating these concepts to day-to-day management of recreation areas and the decision-making process involved in such management. This is especially true regarding road closures as a management action. Road closure is usually done on the basis of economics (high maintenance costs) or resource values (severe erosion, vegetative degradation, wildlife harassment, etc.). A review of literature involving road closure, recreation activities, and recreation impacts resulted in a few articles covering the impacts of road closure from a traffic management or transportation planning perspective, but no articles were found that dealt with psychological impacts of road closures in the context of outdoor recreation.

In the few articles that did discuss impacts or acceptance of road closure actions, a few points were made that seem to parallel findings in recreation research. First, Cairney and Brebner (1980) lament the failure of environmental impact statements to identify psychological impacts of envir-

onmental changes. They state that in some cases impacts of a change may be largely psychological in nature if they limit or expand the range of activities available, or force people to restructure their behavior. Next, when considering management objectives for local roads (lowest in the road hierarchy), traffic considerations should be subordinate to other factors related to the use and enjoyment of the area in question (Brindle, 1978). Third, acceptance of road closures is a function of the values people hold and their perceived judgment of the advantages or disadvantages of the closures (McKee and Mattingly, 1977; Cairney and Brebner, 1980). Finally, the need for early identification of potential areas of conflict before problems arise is made by Brindle (1978).

This final point shifts into the area of conflict management in the decision-making process. The need for early identification of conflict potential is well identified in recreation (Driver, 1976; Jacob, 1977; Jacob and Schreyer, 1980; Schreyer, 1980); in road management (Brindle, 1978; McKee and Mattingly, 1977); and in administrative guides (FUND, 1980a; Romcoe, 1982). Conflict potential exists when scarce resources will not permit two or more activities (that provide different means of achieving the same experience) to occur on the same resource (Schreyer, 1982). With increasing recreation demand, conflict is inevitable in natural resource management (Bonnicksen, 1982). The need for a means of managing such conflict is clear.

Several models have been developed to focus the direction of interaction



between resources, resource users and resource managers (Clark et al, 1971; FUND, 1980b; Bonnicksen and Lee, 1982; Romcoe, 1982). The need for early identification of potential conflict has already been mentioned. The second step involves scoping out (1) the issues involved, (2) the people (both individual and organizational) involved, and (3) the process or procedures that might be used in guiding the interaction. Other steps include direct contact with the public, evaluation of data obtained, and resolution of the issues.

#### Where Do We Need to Go?

With all the complexities involved in natural resource management, a decision is rarely made on the basis of a single parameter. Griwe (1982) has identified five parameters that define the scope of a decision.

They are:

1. Legal constraints;
2. Fiscal constraints;
3. Technological opportunities/constraints;
4. Resource values/capabilities; and
5. Public attitude.

As indicated earlier, road closure decisions have been made on the basis of fiscal constraints and resource values. Various technological opportunities have also been identified in relation to road closure schemes (Brindle, 1978; Cairney and Brebner, 1980). Legal constraints are a function of the specific jurisdiction involved and are usually easily identified. Public attitude remains for further consideration. The various

concepts discussed can help define a decision making process that considers public attitude related to desired recreation experiences regarding the Mt. Adams access road issue.

In actuality, a second decision needs to be made. Before the decision on the access road can be made, the recreation management objectives for the affected portion of the wilderness must be determined. These objectives must consider the desired recreation experiences and/or the opportunities to meet specific psychological needs.

#### How Do We Get There?

The proposed process for considering public attitudes in determining potential impacts of road closure actions is a modification of the management model used by the Mt. Adams Ranger District Management Team in developing action plans for specific projects. Action items are identified in terms of who does what, with whom, by when, and what the expected results are. An evaluation time frame is also established.

In the following table, the first column is identified as "What Needs to be Known" (desired results). The second column becomes "Ways to Find Out"/"Display" (does what). Additional columns will include "Date Needed" (by when), "Who Will Do" (who and with whom), and "Checkpoints" (evaluation). These latter headings will be discussed in the next section. (A worksheet format for all five columns is shown in the appendix.)

### What Needs to be Known

What are the existing/  
potential biophysical  
characteristics of the area?\*

What are the existing/  
potential social  
characteristics of the area?\*

What are the existing/  
potential managerial  
characteristics of the area?\*

What are the existing activities  
that occur in the area?

Are unique activities available,  
i.e., is area one of a very few  
where a specific activity is  
possible?

Why do visitors choose this area?

What do visitors expect when  
they visit the area?

What facilities or lack of  
facilities are important to  
the activities or expectations?

Would visitors return to the  
area if the road were closed?

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\*Potential if road were closed at Morrison Creek Campground.

### Ways to Find Out/Display

-Narrative description of resources  
present.  
-ROS classification criteria for bio-  
physical setting.

-Display of user data such as road and  
trail counts, permits issued, photo-  
graphs of use, etc.  
-ROS classification criteria for social  
setting.

-Narrative description of managerial  
actions used or possible to be used  
in the area.  
-ROS classification criteria for  
managerial setting.

-RIM use reports.  
-Observation.  
-Survey questionnaire.  
-Photography.

-Subjective evaluation of activities  
against resources required and  
comparison with similar resources  
within a specified distance.

-Interview visitors on-site.  
-Questionnaires to permittees/climber  
registrants.

-Interviews.  
-Questionnaires.

-Interviews.  
-Questionnaires.

-Interviews.  
-Questionnaires.



Is there use of the same resource for different activities, i.e., is there potential conflict?	-Analysis of data. -Observation.
If a change in existing use patterns results in displacement, where would existing users go?	-Interviews. -Questionnaires. -Analysis of other opportunities providing experiences comparable to existing use pattern.
Will closure result in changed expectations of the area?	-Interviews. -Questionnaires.
Are users satisfied with current management practices?	-Interviews. -Questionnaires. -Observation.
What values underlie expectations?	-Analysis of data.
If conflict potential exists, which strategy of conflict management should be used?*	-Analysis of data.

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\*Characteristics, limitations, key points in planning, and data collection techniques that provide the basis of analysis are discussed for each strategy in detail in Chapters 2 and 3 of Natural Resource Conflict Management (Romcoe, 1982), and are not repeated here.

#### What are the Travel Limitations?

As indicated earlier, the remaining parts of the model identify who will do the work, when it is needed, and checkpoints. Actual identification of specifics involved in these parts is beyond the scope of this paper but they will be covered in the context of total time available.

The target date for the draft of the Gifford Pinchot National Forest Plan is November, 1983. Allowing sixty days for review of draft material and

printing, September 30, 1983 is established as the latest date that input can be provided. It then becomes necessary to complete most of the items identified in the previous section by that date in order to identify the issues involved and the impacts of the alternative road management actions.

Identification of who will do each item and establishment of the target dates for completion will be set by May 1, 1983. This will allow five months to develop sampling strategy, design a questionnaire, gather and analyze data and reach tentative conclusions for incorporation in the draft Forest Plan.

#### Reflections

The objective of this paper was to develop a process by which impacts on recreation management objectives resulting from road closure actions could be identified. Such a process has been developed and, as indicated in the previous section, the specific example of the access corridor to the south side of Mt. Adams will be used as a means to test the process in the coming year.

Although this report focuses on the closure of roads as a possible action

in determining how to manage a recreation area, the process identified may be appropriate in other contexts. A road is but one of many facilities a recreation manager can provide in an area. It appears that this process can be used in any situation where managers consider providing facilities that will help users achieve their desired experiences. If so, the objective of this paper will have been met many times over.



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# RECREATION PROJECT WORKSHEET

Project Name \_\_\_\_\_

Date \_\_\_\_\_

Page \_\_\_\_ of \_\_\_\_

What Needs to be Known?	Ways to Find Out/Display	Who Will Do?	Date Needed	Checkpoints





United States  
Department of  
Agriculture

Forest  
Service

Mt. Adams  
Ranger District

Trout Lake, WA  
98650

Reply to 2320 Wilderness and Primitive Areas  
1920 Land and Resource Planning

Date 7/5/83

Subject Planning of Programs and Activities in Mt. Adams Wilderness

To Forest Supervisor, Gifford Pinchot N.F.

On May 27, 1983, Lyle Burmeister, Mike Lowry, Bruce Babb, Russ Plaeger, Jack Thorne, Ward Monroe, Bill Moran and Jim Bull met to discuss various aspects of proposed functional management actions in or adjacent to the Mt. Adams Wilderness. Ed Osmond, John Johnson and Dave Gibney had been invited but higher priorities adjusted their plans. The objectives of the meeting were:

1. Review current situation and status of the involved functional programs.
2. Decide on what action, if any, will be taken, who will do what and the time frames involved.

In calling the meeting I felt that this process would fulfill the Regional Forester's direction to "Manage all new starts". The following information summarizes the various aspects of the situation.

A. Mt. Adams Wilderness Interim Management Plan

- Identifies known or potential problems.
- Identifies lack of data in certain areas.
- Establishes proposed actions to gather data or monitor situations with time frames for accomplishment dependent on future funding levels.
- Does not identify specific resource management objectives to be managed for in M.A.W. in terms of desired end results (e.g., recreation experiences to be provided, fire influence on ecosystems, fisheries to be provided, ect.).

B. Washington Department of Game Stocking Proposal

- Golden (or cutthroat) trout to be planted in two small lakes adjacent to Riley Creek Trail in NW quadrant of Wilderness.
- Fish observed in '40's.
- Two previous plants by aircraft in 1960 and 1961.
- It is unknown if natural spawning cycle would develop, high probability of repeating stocking on a 3-year cycle.
- Status of fishery in the two lakes is unknown (also true of Lookingglass Lake).
- Golden trout may be considered an exotic species in this location.
- Golden trout are highly susceptible to fishing pressure.



C. Fire Management Proposal to Reintroduce Fire into the Wilderness Ecosystem

- New national guides (and Draft Forest Plan Prescription) permits reintroduction of fire into the ecosystem.
- Major District effort required to develop the implementation plan.
- Major effort of public involvement is necessary both in developing the plan and implementing it.

D. Access Questions

- Access facilities (roads and trails) should support end result objectives and be determined after objectives are agreed upon.
- Potential road closure/rehabilitation on road between Morrison Creek Campground and Cold Springs Campground has been identified as a potential management action.
- Current management direction calls for no trail access from Road 23 to west Wilderness boundary. (The proposal to stock lakes could result in a closed trail being reopened.)

E. Planning Relationships/Status

- Forest Plan completion delayed; estimate earliest completion as 1/85.
- Direction to not undertake secondary level plans (such as Wilderness Management Plan) until completion of Forest Plan.
- RARE II court decision clouds potential land allocation for area around M.A.W.
- Washington Wilderness Bill could result in changing the specific land area designated as Wilderness that need to be considered in the plan.

It was agreed that an intergrated planning approach was needed to resolve the various concerns. We then set about to determine if actions should be initiated that would result in an intergrated resource management plan for the Mt. Adams Wilderness.

The following questions and answers were identified and discussed:

1. Are resources available in terms of time, data and dollars to do the plan now? Later?
  - 1.A. Although priorities could be shifted and plan started this fiscal year, it was felt that the impacts on FY'83 programs would be unacceptable (list of impacts attached).
2. Is the context within which the plan must be developed sufficiently refined? (Functional direction, land allocations, etc.)
  - 2.A. The basic direction on Wilderness planning and the related functional programs do exist. The allocation question is fuzzy as a result of the 9th circuit court decision but the chances of a change in the tentative allocations around Mt. Adams were seen as low in probability.
3. Do we need the plan now? (What is the risk of making incremental decision or deferring decision?)
  - 3.A. The plan is not needed immediately if the decision is to defer action. The risk would be high if a decision were made to initiate the fish stocking or fire management without considering overall management objectives.

4. Can we initiate action on a plan in light of direction to defer second level plans.

4.A. Probably, if all involved concur that the plan is needed.

The attachment also identifies in broad terms what needs to be done to complete an intergrated Wilderness Management Plan and the skills needed.

Recommendations:

1. Tell Washington Department of Game we cannot approve the stocking proposal at this time. Explain rationale, outline proposed planning action and identify probably date for final answer (10-15 months hence). Mt. Adams will write the letter.
2. Include the Mt. Adams Wilderness Plan in FY 1984 work plans. District and functional staff to identify needs and direction for inclusion in budget direction package. If sufficient funding is not available to complete the plan in FY'84, Direction to maintain status quo in wilderness management, or to limit work to defining process and gathering data.

  
JAMES R. BULL  
District Ranger

Enclosure (1)

cc:

Osmond, J. Johnson, Brown, Lowry, Burmeister, Plaeger; S.O.  
✓ Bull, Gibney, Monroe, Thorne, Mettler, Moran; MARD  
Bruce Crawford; WDG



ATTACHMENT #1

- A. Work that needs to be done in order to end up with an intergrated plan.
1. Define process/content of plan.
  2. Determine what resource values exist and are to be managed.
  3. Define public involvement.
  4. Determine existing situation for each resource involved.
  5. Analyze data.
  6. Define alternatives with end results objectives for each resource for each alternative.
  7. Support functions for typing, mapping, etc.

B. Tentative Planning Team Skills.

Recreation and Wilderness Range	Jack Thorne
Fire Management	Bill Moran
Wildlife and Fishery	Neal Mettler
Ecosystemes	Ecologist
Leader	Dave Gibney

Additional support will be needed from S.E. specialists in the areas of timber, fire, recreation, wildlife, fisheries, and transportation planning. Involvement would be on an as requested basis to provide specific data or overview on regional guides.

C. Porbable Impact if Plan Implementation Now.

Jack Thorne - Significantly reduce time involved in range administration and volunteer coordination. Some impact on public contact in recreation administration and special use permit inspection.

Neal Mettler - Significant impact on time spent in reviewing timber sales. Some impact in involvement with supervising stream survey work and coordination with State Department of Game on spotted owl monitoring.

Bill Moran - Significant impact in coordination of industrial inspection program with Zone II. Some impact on coordination of prevention/suppression program.

Dave Gibney - Significant impact on program management and supervision of FY'83 projects.

Ecologist - Probably not available in FY'83.